

Date of Meeting: July 25, 2006

**#1**

**BOARD OF SUPERVISORS  
PUBLIC HEARING**

**SUBJECT:** Fiscal Impact Committee Report:  
Proposed FY 07 Capital Intensity Factor

**ELECTION DISTRICT:** Countywide

**CRITICAL ACTION DATE:** July 25, 2006

**RECOMMENDATION:**

**Advisory Committee:** At its meeting held June 19, 2006, the Fiscal Impact Committee voted 4-0-3 (Adamo, Hahn and Mitchel absent for the vote) to recommend the proposed FY 07 Capital Intensity Factors (CIF) which are included in Tables 1 and 2 to the Board of Supervisors for advertisement for the July 25, 2006 Board Public Hearing. The Committee also recommended adoption and immediate implementation of the FY07 CIF at the July 25, 2006 Public Hearing.

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**BACKGROUND:** The Loudoun County Board of Supervisors provided direction in June 2004 to the Fiscal Impact Committee to review the Capital Facility Standards (CFS), Capital Needs Assessment (CNA) and Capital Intensity Factor (CIF). Revised Capital Facilities Standards and the FY 05 Capital Intensity Factor were adopted by the Board of Supervisors on February 15, 2005. (The adopted CFS is included as Attachment 1.) The Revised General Plan requires an update of the CIF biennially.

At their July 5, 2006 business meeting, the Board of Supervisors voted 9-0 to authorize the revised Capital Intensity Factor as described in Tables 1 and 2 for the July 25, 2006 Public Hearing.

**Fiscal Impact Committee Work Plan**

The Fiscal Impact Committee met in December 2005 and June 2006 to conduct its review of the County's Capital Intensity Factor (CIF) based on the CFS adopted by the BOS in February 2005. The FY 09-18 Capital Needs Assessment (CNA) is also to be reviewed by the Fiscal Impact Committee and is scheduled for the Fall 2006, followed by review by the Planning Commission with presentation to the Board of Supervisors planned for December 2006. The CFS, the base planning document for these other documents, is not scheduled for revision at this time.

### **Capital Intensity Factor**

The Capital Intensity Factor helps determine the future costs of new development in the County and should be used by the Planning Commission and Planning Department in all proffer negotiations. Chapter Three of the County's Comprehensive Plan states, "The County will use the Capital Facility Intensity Factor (CIF) to determine capital costs in evaluating proffers". [p.3-5, Revised General Plan (RGP)]

Proffers are voluntary contributions given to the County by developers to help offset the costs of future capital facility development due to land rezoning. Rezoning changes the use of land and if the rezoning results in higher residential density, there will be higher capital facility costs to the County. In order to determine appropriate proffer contributions to the County, the Capital Facility Intensity Factor helps determine the cost of rezoning and provides a guideline to County planners during proffer negotiations.

The CIF is derived from the Board Adopted CFS. The CFS establish "triggers" that determine the need for, and initiate the process to plan and develop, new facilities. The triggers are based on estimates of the County's future population, economic forecasts and demographic trends. Once the County's population hits certain thresholds, the standards identify the number and type of new facilities needed by the County to provide its desired levels of service to the community. This planning process allows the County to proactively respond to residential and non-residential growth and development without losing any effectiveness in its delivery of services. Once the number and type of needed facilities is determined, the CIF is used to accurately determine the types of proffers needed to help develop these facilities.

The Revised General Plan outlines the structure of the Capital Facility Intensity Factor. It states, "The County will structure residential proffer guidelines on a per-unit basis, based upon the respective levels of public cost of capital facilities generated by the various types of dwelling units (i.e., single-family detached, single-family attached, or multi-family land development pattern.) Non-residential costs will be structured on a per-square-foot basis based upon the public cost of capital facilities appropriately attributable to such use (as defined in the Zoning Ordinance)." [Chapter 3, page 5, RGP]

### **Capital Intensity Factor Formula Review**

The Fiscal Impact Committee reviewed the formula data assumptions used to compute the CIF. The demographic factors for population and pupil generation calculations in the formula were reviewed and amended in December 2006.

The demographic data review was conducted using current demographic assumptions from the County's Department of Economic Development and the Loudoun County Public School's Planning and Legislative Services Office. The Committee recommended that the base demographic data used in the CIF calculation remain unchanged for the population per unit generation numbers as the 2002 Census data is the best data available at this time. The child per unit calculation was modified to reflect the 2005 School Census results. This modification

changed the child/unit formula for single family detached from 0.80 to 0.83, single family attached from 0.42 to 0.47 and multi-family from 0.21 to 0.28. These changes were incorporated in the Fiscal Impact Committee's recommended CIF.

Base land, facility design, construction and furnishing/equipment costs were reviewed by the Committee in June. Fiscal Year 2007 facility costs were provided to reflect current land, design and construction market costs. Base cost estimates were provided by an independent civil engineering firm under contract to the County. The Fiscal Impact Committee reviewed the project cost development methodology and assumptions for developing a capital project budget.

### **Calculation of the Capital Intensity Factor**

The CIF is calculated using a mathematical formula as established in Chapter 11, Page 1 of the Revised General Plan.

The Total CIF consists of the Non-School CIF which accounts for the county government facilities included in the Capital Facilities Standards (based on total population) and the School CIF which accounts for the school facilities included in the Capital Facilities Standards (based on school aged population). The CIF is calculated using the following formula:

$$\text{CIF} = (\text{Household Size} \times \text{Facility Cost per Capita}) + (\text{Students per Household} \times \text{School Cost per Student})$$

In February 2005, the Board of Supervisors adopted the Fiscal Impact Committee's recommended capital facility standards, including two geographically defined sets of standards (East and West) for capital facilities and vehicles for the Department of Fire and Rescue Services. These different standards are based on response times and are defined using different population triggers for stations and different vehicle configurations to support the geographic service delivery needs of the County.

The proposed Eastern (Table 1) and Western (Table 2) CFI are:

TABLE 1 – Fiscal Impact Committee Recommended Eastern Capital Facility Impact

Unit Type	Pop/ Unit	CIF/Pop	Non-School CIF	Child/ Unit	CIF/Child	School CIF	Total CIF
SFD*	3.13	\$3,684	\$11,532	0.83	\$42,515	\$35,287	\$46,819
SFA*	2.64	\$3,684	\$9,727	0.47	\$42,515	\$19,982	\$29,709
MF*	1.90	\$3,684	\$7,000	0.28	\$42,515	\$11,904	\$18,904

\* (SFD) Single Family, Detached Unit, (SFA) Single Family, Attached Unit, (MF) Multi-Family Unit.

TABLE 2 – Fiscal Impact Committee Recommended Western Capital Facility Impact

Unit Type	Pop/ Unit	CIF/Pop	Non-School CIF	Child/ Unit	CIF/Child	School CIF	Total CIF
SFD*	3.13	\$4,012	\$12,559	0.83	\$42,515	\$35,287	\$47,846
SFA*	2.64	\$4,012	\$10,593	0.47	\$42,515	\$19,982	\$30,575
MF*	1.90	\$4,012	\$7,623	0.28	\$42,515	\$11,904	\$19,528

\* (SFD) Single Family, Detached Unit, (SFA) Single Family, Attached Unit, (MF) Multi-Family Unit.

#### FISCAL IMPACT:

The new and higher Capital Intensity Factor should result in additional revenues for the construction of County and School facilities when a rezoning is negotiated. Since rezonings are a matter of negotiation and of voluntary contributions, it is not possible to accurately forecast the annual impact the adoption of these new factors.

#### Draft Motion:

- 1a. I move to suspend the rules
- 1b. I move the Board of Supervisors adopt the FY 07 Capital Intensity Factor (Tables 1 and 2) as recommended by the Fiscal Impact Committee, effective immediately.

Or

I move the Board of Supervisors place adoption of the FY 07 Capital Intensity Factor (Tables 1 and 2) on the agenda of the September 5, 2006 Board meeting for action.

- Attachments:
1. Summary CIF Calculations
  2. List of Fiscal Impact Committee Members

Staff Contacts: Ben Mays, Deputy Chief Finance Officer  
Leslie Hansbarger, Assistant to the County Administrator  
Jeffrey Lehman, Senior Capital Budget Analyst

# Adopted Capital Facilities Standards and FY 07 Capital Intensity Factor Calculations

## FY07 Non-School CIF Calculation

Department	Capital Facility	FY05 Adopted Standard	FY07 Facility Costs	CIF Per Capita Calc
Animal Care and Control	Animal Shelter	0.079 square feet per capita	\$8,420,179	\$36.96
Fire & Rescue	Fire & Rescue Station - East	1 per 25,000 population	\$6,969,911	\$278.80
Fire & Rescue	Capital Vehicle - East Engine	1 1500-gpm engine per 10,000 population	\$530,000	\$53.00
Fire & Rescue	Capital Vehicle - East ALS Ambulance	1 ALS Ambulance per 10,000 population	\$265,000	\$26.50
Fire & Rescue	Capital Vehicle - East Ladder Truck	1 Ladder Truck per 25,000 population	\$770,000	\$30.80
Fire & Rescue	Capital Vehicle - East Hwy Rescue Squad	1 Heavy Rescue Squad per 50,000 population	\$520,000	\$10.40
Fire & Rescue	Fire & Rescue Station - West	1 per 10,000 population	\$5,969,911	\$596.99
Fire & Rescue	Capital Vehicle - West Engine	1 1500-gpm engine per 10,000 population	\$530,000	\$53.00
Fire & Rescue	Capital Vehicle - West ALS Ambulance	1 ALS Ambulance per 10,000 population	\$265,000	\$26.50
Fire & Rescue	Capital Vehicle - West Tanker	1 Tanker per 10,000 population	\$390,000	\$39.00
Fire & Rescue	Capital Vehicle - West Brush Truck	1 Brush Truck per 10,000 population	\$120,000	\$12.00
General Government	Office Space	1 s.f. per capita		\$290.00
Health Department	Health Clinic	0.5 square feet of clinic space per client visits	\$8,401,658	\$32.31
Juvenile Court Svcs Unit	Juvenile Probation Residence	1 residence per 250,000 population	\$3,945,671	\$15.78
Library Services	Library	0.6 square feet per capital	\$15,708,371	\$314.17
MHMRSA	MR Residential Facility	1 residential bed slot per 5,375 population	\$1,555,239	\$72.34
MHMRSA	MH Residential Facility	1 residential bed slot per 3,665 population	\$1,555,239	\$106.09
MHMRSA	MHSA Adolescent Day Treatment Center	1 slot/237 youth population ages 15-18 years old	\$2,975,780	\$12.94
MHMRSA	MHSA Adolescent Group Home	1 slot/382 youth population ages 16-17 years old	included below	
MHMRSA	MHSA Adolescent Group Home	1 slot/957 youth population ages 12-15 years old	\$4,307,322	\$71.79
Ofc of Transportation Svcs	Regional Park & Ride Lot	1 lot per 25 s.m. in suburban sub area, 1 lot per 100 s.m. in remainder of County	\$4,902,423	\$0
Ofc of Transportation Svcs	Community Park & Ride Lot	1 lot per 4 s.m. in suburban area and towns	\$2,582,169	\$0
Ofc of Transportation Svcs	Bus Maintenance & Storage Facility	1 facility per 100 transit vehicles	\$11,304,408	\$46.61
PRCS	Recreation Center	1 per 75,000 population	\$27,591,031	\$367.88
PRCS	Regional Park	1 per 75,000 population	\$28,387,368	\$378.50
PRCS	District Park	1 per 25,000 population	\$13,225,684	\$529.03
PRCS	Community Park	1 per 10,000 population	\$5,267,211	\$526.72
PRCS	Teen Center	1 per 10,000 12-14 year olds	\$11,830,983	\$49.69
PRCS	Senior Center	1 per 10,000 55+ year olds	\$9,443,095	\$116.15
PRCS	Respite Center	1 per 15,000 55+ year olds	\$3,338,296	\$27.37
Sheriff's Office	Substation (18,000 sf)	1 substation per 75,000 population	\$7,587,726	\$101.17
Social Services	Juvenile Detention Center	# 24-bed centers = (X*0.0395/585) ***	\$12,655,866	\$73.83
Social Services	Youth Shelter	# 12-bed centers = (X*0.0116/144) ***	\$5,103,520	\$38.28
Social Services	Juvenile Assessment Center	1 Center to Serve the County	\$2,950,104	\$12.16
Social Services	Transitional Independent Living Residence	1 residence per 250,000 population	\$3,249,194	\$13.00
Social Services	Transitional Homeless Shelter	#shelters = (X*5%*3.24*19%/45) ****	\$3,397,938	\$37.75
Social Services	Emergency Homeless Shelter	#shelters = (X*5%*3.24*68%/190) ****	\$3,229,459	\$14.35

\*\*\* X = # of 11-18 years olds

\*\*\*\* X = # of families < 30% median income

East West  
\$3,684 \$4,012

## FY 07 Schools CIF Calculation

Department	Capital Facility	FY05 Adopted Standard	FY07 Facility Costs	CIF Per Capita Calc
Loudoun Co Public Schools	Elementary School	875 Students	\$28,730,000	\$15,154
Loudoun Co Public Schools	Middle School	1350 Students	\$3,980,000	\$9,227
Loudoun Co Public Schools	High School	1800 Students	\$106,080,000	\$18,133
				\$42,515

**ATTACHMENT 2**  
**FISCAL IMPACT COMMITTEE**  
**Members Appointed 2004-2007**

**At-Large Members**

Samer S. Beidas

Steven John DeLong

Linda R. Erbs

Samuel S. Hahn, CPA

Peggy Maio

Leonard S. "Hobie" Mitchel

**Member Loudoun County Public Schools**

Sam Adamo, Ph.D.

**Board of Supervisors Ex-Officio Member**

D. M. "Mick" Staton, Jr.